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98 OCT 1979

MEMORANDUM FOR: Director of Personnel

FROM : John N. McMahon
Deputy Director for Operations

SUBJECT : NAPA Project Group Report

REFERENCE : DDCI Memorandum dated 5 November 1979,
same subject

Attached are Operations Directorate comments on each of the recommendations contained in the NAPA Project Group Report. I would like to note, in addition, that perhaps the group's single most important statement is contained in paragraph 5 of their covering memorandum. They refer to "a creeping tendency within the Agency to view promotions during one's career as a process without end" and point out that this attitude "seems to be encouraged by management pronouncements." They are absolutely correct, their recommendations are sound, and this issue indeed should be given management attention.

[REDACTED]
John N. McMahon

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Attachment

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THE NAPA PROJECT GROUP REPORT

TAB A - SCOPE AND LIMITATIONS OF THE DCI'S AUTHORITY

V. Recommendations.

A. Charge the General Counsel to complete the Guide to Law of Central Intelligence Agency within three months, and subsequently to keep it current. Concur.

B. Require senior managers periodically to read the Guide. Concur.

C. Charge the General Counsel with developing a statement, in the style and detail associated with a law review article, that cites the significant boundaries of the DCI's authority with regard to personnel administration. This statement is not in lieu of the Guide; its purpose is to provide a single, uniform interpretation of the boundaries of the DCI's authority, avoiding the problem of differing conclusions drawn by laymen readers. Concur.

COMMENT. The NAPA Project Group's recommendations could be useful in establishing the scope and limitations of the DCI's special authority. However, there is little need for a baseline if the special authorities are not used as they were in the past to solve the Agency's unique problems.

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TAB B - CRITERIA FOR CHANGES

IV. Recommendations.

A. Do not accept the NAPA proposal for a written set of considerations for use in determining whether or not to adopt changes which stem from systems in other agencies.

Concur.

B. The DDCI task the Director of Personnel with the responsibility for an impact analysis of proposed personnel policy changes, with the degree and extent of that analysis being appropriate to the significance of the issue.

Concur. There has been, in some recent instances, inadequate analysis of the impact of proposed personnel policy changes. This has been particularly troublesome in the case of individual directorate adjustments to new Agency-wide policies and procedures.

C. The DDCI utilize the report from that analysis as the basis of a record of the decision and the rationale for it; utilize the analysis as a source of information for employees in those situations where it is deemed appropriate.

Concur.

TAB C - PERSONNEL POLICY: APPROVAL AND PUBLICATION OF REGULATIONS

V. Recommendations.

A. Have the Director of Personnel review the [REDACTED]

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series and where necessary revise them in format to clearly indicate the basic Agency policy on the subject contained in that sub-series. This revision is to be completed within six months. As this is a format change only, coordination is not necessary. The revised regulation is to note "revised for format only," with the last date of content change also indicated. Only those [REDACTED] sub-series reflecting policy 25X1A issues need be revised. Those sub-series programmed for content change within six months after the completion of the format revision can be revised for format when revised for content.

Concur.

B. The DCI or the DDCI continue to approve all new personnel policies or any changes in existing policies; the Director of Personnel continue developing personnel regulations; and, the DDA, following coordination with appropriate senior Agency managers, issue all Headquarters Personnel Regulations unless statute requires DCI or DDCI approval.

Concur.

TAB D - AUTHORITIES OF THE DIRECTOR OF PERSONNEL

VII. Recommendation.

The DDCI issue a memorandum to senior Agency management in which the control and enforcement functions to be

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performed by the Director of Personnel are delineated. This memorandum should also outline reporting requirements and procedures for resolving disputes.

Concur in principle, with the understanding that procedures for resolving disputes do not serve to reduce the authorities of line management.

TAB E - ROLE OF PERSONNEL OFFICERS

V. Recommendations.

A. Have the component manager clearly define in the Advance Work Plan, the role expected from the Component Personnel Officer giving particular emphasis both to the working relationship desired between the Personnel Officer, the Career Management Officer and the line supervisor and to the four functions common to personnel specialists identified in the conclusions section of this paper.

Concur.

B. Have the Director of Personnel clearly define in supplemental guidance through the component manager, the general role expected from Personnel Officers. If appropriate, this guidance can be issued on a Directorate-wide basis.

Concur, with the understanding that such supplemental guidance be in accordance with paragraph IV.B. of TAB E.

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TAB F - OFFICE OF PERSONNEL FOCAL POINT FOR COMPONENT
PERSONNELISTS

IV. Recommendation.

A focal point for operations in the Office of Personnel not be created.

Concur.

TAB G - OFFICE OF PERSONNEL OPERATIONAL ACTIVITIES

IV. Recommendation.

Operational activities as defined in this paper and now carried out in the Office of Personnel not be delegated to Personnel Officers in the Directorates.

Concur.

TAB H - "E" CAREER SERVICE

VI. Recommendation.

Retain the "E" Career Service but with more professional "E" career positions being staffed by officers on rotational assignment.

Concur in principle.

TAB I - CT SELECTION AND PLACEMENT

V. Recommendations.

A. Retain present procedures requiring permanent assignments and retention of staff status, when appropriate, for internal CT candidates.

Concur.

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B. Have the Director of Training reaffirm in writing to Directorates that the entry level grade of the CTP is flexible and pegged to the qualifications of candidates and in cases of exceptional qualifications and corresponding need of Agency management a CT may be hired above the GS-11 grade.

Concur.

C. Have the Director of Training publish annually an Agency Notice outlining current requirements for the CTP and providing instruction for internals interested in applying to the Program.

Concur.

D. Establish an inter-directorate task force to make an indepth review of the role and objectives of the CTP.*

The role and objectives of the CTP are well established for the Operations Directorate. There are no objections to a review by other directorates as long as it is understood that resources currently committed to the recruitment and training of DO CT candidates cannot be reduced.

E. After the above review, have the DDA revise [REDACTED] to reflect the Agency's updated concept of junior officer programs in general and the CTP in particular.

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Concur.

*The project Group understands that a rather similar recommendation has been made in the study "Recruitment for CIA's Career Training Program" recently prepared in the Office of Training.

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TAB J - VACANCY NOTICE SYSTEM

V. Recommendations.

A. Retain the present vacancy notice concept and method for distribution for positions where line management has elected or is directed to solicit candidates from outside the advertising component.

Concur.

B. Make mandatory for all components the annual reporting to the Director of Personnel of all anticipated vacancies GS-15 and below in the upcoming fiscal year for which fully qualified internal candidates will be considered and no vacancy notice is to be issued, and have the Director of Personnel establish for employee use at least two information repositories (e.g., Ames Building and Headquarters Library) for these vacancies and pertinent related information including a closing date for applications. Information on each reported vacancy would be purged from the file on the closing date.

Nonconcur. The vast majority of professional positions within the Operations Directorate can be filled only by "D" Career Service personnel and, more importantly, there are major security considerations which absolutely preclude such uncontrolled listings.

C. Have the Director of Personnel review the success and cost/benefit of Recommendation B after one year and

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recommend to the DDCI if such mandatory reporting should be continued.

Nonapplicable.

D. Have the Director of Personnel distribute annually a notice to employees explaining the vacancy notice system and the role of Staff Personnel Division, and providing data on the previous year's vacancy notice results; e.g., number of vacancies advertised through notices, number of applicants, percentage of such positions filled from outside the advertising component.

Concur.

E. Have the Director of Personnel rewrite for DDCI approval Headquarters Regulation [REDACTED] as a basic policy statement on the vacancy notice system reflecting its purpose, optional levels of notice distribution (i.e., Agency-wide or within Directorates), and authority of Career Service Heads to determine when to advertise a vacancy. Purpose of the system should note that it complements the individual Career Service personnel development systems, and that vacancy notices provide opportunity for competitive selection based on qualifications, ability and potential. The regulation also should include basic criteria developed by the Director of Personnel for use by Career Service Heads in defining a vacancy. Such criteria could include:

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- ° No qualified candidate in the component;
- ° No candidate that the Career Service wants to rotate into the position;
- ° The position is not related to an Upward Mobility Program;
- ° The component is not seeking an employee from a specific Directorate (e.g., a DO officer to serve on the IG Staff or an NFAC analyst to serve in DCD;
- ° There is no need to fill the position by external recruitment; and
- ° The position is not to be filled by directed assignment because of an employee placement problem or disciplinary action.

Concur.

F. Have each Deputy Director publish specific information on vacancy notices using NFAC's July 1979 issuance on the subject (attached) as a model framework, including policy, definition of a vacancy, requirements for notice distribution and procedures.

Concur.

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G. Have each Deputy Director revise their Personnel Handbooks to include the data called for in Recommendation F.

Concur.

H. Have the Director of Personnel approve all Directorate issuances on the vacancy notice system including that which is in Personnel Handbooks.

Concur.

I. Charge the Directors of Personnel and Logistics to arrange for priority printing of Agency-wide vacancy notices and subsequent distribution. Sufficient numbers of notices should be printed to eliminate the need for further reproduction by the Directorates, thus reducing xeroxing costs and speeding dissemination.

TAB K - MOVEMENT INTO PROFESSIONAL RANKS

VI. Recommendations.

A. Position Management and Compensation Division and the operating heads insure that job descriptions and standards accurately reflect the educational criteria for professional positions.

Concur.

B. Each Deputy Director task the issuing officer for a vacancy notice with the responsibility to verify the subject component's vacancy notice requirement for a college

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degree and to assure that the need for this requirement is adequately conveyed in the notice.

Concur.

TAB L - OCCUPATIONAL CAREER SYSTEMS

V. Recommendations.

A. Withhold decision regarding personnel management of Data Processing occupational family until completion in mid-1980 of the Information Handling Study.

Concur.

B. Do not establish an Agency-wide senior secretarial/clerical subgroup or board, but continue the present system of Senior Secretarial Panels in each Career Service.

Concur.

C. Direct the Career Services and Subgroups to advertise Agency wide all senior secretary/clerical vacancies GS-08 and above, with the caveat that a career service may not declare a secretarial/clerical job (GS-08 or above) vacant when it has an unassigned qualified employee of equivalent grade. Applicants will be reviewed and ranked by the Senior Secretary Panel of the Career Service with the vacancy.

Concur in principle. This basically is the procedure currently followed in the Operations Directorate. However, the ranking of candidates should be advisory to the gaining component, not mandatory, because of the importance of "chemistry" between the secretary and supervisor.

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The DDO Secretary/Clerical Management Advisory Group strongly supports this position.

TAB M - ROTATIONAL ASSIGNMENT POLICY

IV. Recommendations.

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A. Have the Director of Personnel rewrite Headquarters Regulation [REDACTED] to provide a basic policy statement that stresses the importance of rotational assignments in meeting an Agency objective of obtaining maximum development of employee substantive and managerial skills and breadth of related experience.

Concur, with the understanding that rotations must serve the related needs of the individual and the service, should not be subject to arbitrary quotas and must never represent change for change sake.

B. Have the Deputy Directors revise Career Service Handbooks to stress the Agency objectives of Recommendation A and include a policy statement on the value of rotational assignments as they relate to the Directorate, the Agency, and the individual. Also to be included, however, is a statement that the necessity for continuity of substantive expertise is a controlling factor on rotational assignments.

Concur.

TAB N - COMPETITIVE EVALUATION PANELS

V. Recommendations.

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A. Approve the concept of a journeyman level grade and establish job standards related to it.

Nonapplicable in view nonconcurrence in Recommendations B-D.

B. Provide line managers the authority to promote individuals to the level of journeyman, based on performance against job standards. The level of this approval and the type of review authority (particularly the impact upon the Career Service Grade Authorization) for these promotions are to be established in each Directorate.

Nonconcur. As a basic principle, decisions on delegation of promotion authority to line management should be made by the Head of the Career Service.

C. Eliminate competitive evaluation/promotion panels for those grades below journeyman level.*

Nonconcur.

D. Reaffirm competitive evaluation as a policy for supervisory and senior non-supervisory positions; retain competitive evaluation/promotion panels to recommend promotions

*The Project Group estimates that this recommendation would reduce the total number of panels by 45 or about 15% of the current total. In addition, there are at least 30 other panels that consider employees in grades 7 through 14; these panels would sit less frequently, thereby reducing substantially the number of manhours devoted to panel operations.

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at these levels based on assessment of performance and potential.

Nonconcur.

COMMENT. The needs of this Service and the best interests of its personnel make mandatory the conduct of centralized and independent competitive evaluations for all but our most junior employees. Unlike other directorates, all but a very few of our career cones apply to every component. DO employees are a Directorate resource and must continue to be evaluated, promoted and counseled on a Directorate-wide basis.

TAB O - DECISION-MAKING ROLE OF PANELS

V. Recommendations.

A. Establish the role of panels as advisory to the Heads of Career Service and Subgroups.

Concur.

B. Require exceptions to panel promotion recommendations through GS-15 be fully documented as to the reasons, approved at the Directorate or Independent Office level, reported to the panel concerned, and submitted to the Director of Personnel. The Director of Personnel is to annually submit an analysis of these exceptions to the DCI/DDCI.

Concur.

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TAB P - EVALUATION PANEL FUNCTIONS

V. Recommendations.

A. Instruct the Heads of Career Services to revise Career Service Handbooks and guidance to Career Service and Subgroup panels to distinguish, if not already done, between evaluation for performance--that is the attainment level reached in discharging assigned responsibilities--and for potential--assessing the individual's readiness to assume higher levels of responsibility--while recognizing that performance must be evaluated while assessing potential.

Concur. This already is Operations Directorate policy.

B. Approve the two basic functions of all Career Service and Subgroup panels as:

-evaluating employees to recommend, within established goals, which employees within a career grouping should be promoted; and,

-identifying those employees with high potential for career growth into positions of increasingly greater responsibility.

Concur, with the understanding that Heads of Career Services may task panels with additional functions.

C. No longer require Career Service and Subgroup panels to use descriptors.

Concur.

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D. Have Heads of Career Services and Subgroups whose panels numerically rank all employees in specific relationship to all other employees review the need to perform this function.

Concur. Operations Directorate panels already have the option to rank only the top and bottom percentiles.

TAB Q - UNIFORM PRECEPTS FOR PANELS

V. Recommendation.

Have the Heads of Career Services develop, using the attachment as a guide for their Career Service, uniform guidance to and precepts for panel operations. This guidance is to be published in Career Service Handbooks.

Concur, with the understanding that the attachment to TAB Q is a general guide only.

TAB R - LABELING POSITIONS AS PROFESSIONAL AND CLERICAL

IV. Recommendations.

A. Maintain the basic position categories of clerical, technical and professional.

Concur, because we cannot recommend a better alternative at this time. However, we should keep trying.

B. Charge the Director of Training to include a segment in appropriate OTR courses (such as orientation and management courses) that addresses the three basic job categories into

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which all employees are placed, why this is done, and what it means. The presentation should stress no implication of lesser status for "non-professional," and that clericals do perform in a professional manner, etc. The message to be stressed is that Agency managers should not recognize category distinctions in the treatment of their employees and where possible should discourage the use of such category labels in referring to individuals.

No objection.

TAB S - FLOW-THROUGH POLICY

IV. Recommendations.

A. The DDCI issue a policy statement which expresses the Agency's objective in regard to staffing, to include the following thoughts:

1. The Agency's objective with regard to staffing is to maintain a productive work force while ensuring career development opportunities at all grade levels; this objective does not include a "flow-through" policy.

2. In support of maintaining a productive work force while ensuring career development, each Career Service Head is responsible for establishing the hiring staffing and promotion patterns that will ensure a work force of the proper background, experience and grade necessary to execute the responsibilities of that career service.

Concur.

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B. Have each Directorate establish the data requirements necessary for determining the nature of its present work force, (e.g., grade distribution, age-by-grade, time-in-grade, time-with-Agency, etc.).

Concur.

C. Have Career Service Heads analyze their personnel structure by age and grade in a five year context and develop a program for hiring, promotion, rotation, and reduction of personnel if necessary to achieve a balanced work force with developmental opportunities for each grade. The DDCI is to approve program goals annually and monitor achievements. The APP is to provide the vehicle for reporting the goals.

Concur.

D. Have the Director of Personnel develop data reduction and analysis techniques for use by the Directorates, as required to support their analyses.

Concur.

TAB T - PERSONNEL REDUCTIONS

IV. Recommendations.

A. Issue a statement with regard to the Agency's personnel reduction policy, to include the following:

In the event of a reduction in the Agency's personnel ceiling, major shifts in programs or responsibilities which

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result in excess personnel, or imbalance in skills or grade levels, the Heads of the Career Services and the Director of Personnel, are jointly responsible for developing a program for separating excess personnel. The program will utilize certain basic criteria, and will be approved by the DCI. These criteria, in unranked order are:

1. Performance
2. Unique and necessary skills
3. Value to service

The specific weights of the individual elements, or the addition of other elements, will be recommended by the Heads of Career Services, and the Director of Personnel, and approved by the DCI. In the instance of a personnel reduction all employees will be provided, in a published notice, an explanation of the situation, the specific criteria to be used and their relative weights, the decision mechanism (i.e., Career Service Board, special selection panels), the details of appeal, and information on placement opportunities, both internal and external.

Concur.

B. Have Career Service Handbooks revised to reflect the above statement.

Concur.

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TAB U - LOW THREE PERCENT OUT CONCEPT

V. Recommendations.

A. Eliminate the requirement to develop a low three percent ranking.

Concur, with the unstanding that Panels should continue to be charged with identifying those employees for whom counseling, training, reassignment, or other administrative action is warranted.

B. Publish Agency Notice explaining actions in Recommendation A.

Concur.

TAB V - NON-COMPETITIVE TRANSFERS

IV. Recommendations.

A. Have a senior officer from the Agency's Office of Personnel contact a senior official at OPM and informally determine what issues might preclude or negatively influence negotiations that would enable Agency employees who are involuntarily separated, to transfer to other Federal agencies.

Concur.

B. If these informal findings are favorable, then formally take action that would enable Agency employees who have completed their probationary period to transfer to other Federal agencies on a non-competitive basis.

Concur.

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TAB W - AGENCY'S OBLIGATION TO EMPLOYEES

IV. Recommendations.

A. Approve a policy that offers the opportunity for career employment to employees so long as the employee's performance is acceptable, the employee continues to contribute to Agency needs and there is a position available within the Agency where the employee's skills, talents, and experience can be utilized.

Concur.

B. If the above policy is approved, have the Director of Personnel prepare it for publication in Agency regulations.

Concur.

TAB X - PERSONNEL MANAGEMENT EVALUATION PROGRAM

V. Recommendations.

A. Have the Director of Personnel, in consultation with line managers, develop evaluation tools for use by line managers in assessing the effectiveness of their personnel management programs.

No objection, assuming the evaluation tools are developed with recognition that personnel management requirements and problems differ widely within the Agency. Another "uniform" system inevitably will do more harm than good.

B. Require line managers to annually report on the effectiveness of their personnel management programs. This

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report will take into consideration findings on the effectiveness of their personnel management programs done by other components of the Agency, and the line managers review of personnel goals and accomplishments.

Nonconcur. The APP can and should be restructured to meet this requirement.

TAB Y - COSTS OF PERSONNEL ADMINISTRATION

IV. Recommendation.

Take each Directorate, with the guidance of the Director of Personnel, to assess personnel costs in the areas noted by the NAPA Team and report findings, with recommendations, to the DDCI.

Nonconcur. The assessment of personnel-related costs is a continuing and integral element in the Operations Directorate planning, programming and budgeting cycle. Despite current resource constraints and increasing number of competing high priorities, we are confident that we are getting our money's worth from that portion of our resources devoted to personnel-related functions. In fact, the current resource constraints have made increased emphasis on personnel evaluation and management more essential than ever before. At the bottom line, if we want good personnel management, we have to pay for it.

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TAB Z - PERSONNEL RANK ASSIGNMENTS (PRA)

IV. Recommendations.

A. Retain the present concept of Personal Rank Assignments with monitoring by the Director of Personnel.

Concur.

B. Have the Director, NFAC, and the Director of Administration clearly label coverage of Personal Rank Assignments in their Career Service Handbooks so as to provide Agency-wide consistency among handbooks and for easy identification by employees.

Concur.

TAB AA - LWOP FOR EMPLOYEE SPOUSES

IV. Recommendations.*

A. Continue to utilize the present mechanism to handle the placement of those returning from LWOP.

Concur.

B. Reaffirm the "first consideration" rights for employees returning from LWOP status due to accompanying their spouses on field assignments.

Concur.

*The above analysis and the following recommendations were based on Project Group findings prior to the revision to the LWOP policy for employee spouses promulgated by the attached. The Project Group does not recommend a firm commitment for re-employment but, rather, recommends 'first consideration' rights based upon qualifications, openings and Agency needs.